UNITED NATIONS

DP

Governing Council of the United Nations Development Programme

Distr.
GENERAL

DP/1993/SR.11
24 August 1993

ORIGINAL: ENGLISH

GOVERNING COUNCIL

Fortieth session

SUMMARY RECORD OF THE 11th MEETING

Held at Headquarters, New York,
on Wednesday, 2 June 1993, at 10 a.m.

President: Mr. HADID (Algeria)

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(a) Annual report of the Executive Director for 1992 and programme-level activities (continued)

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The meeting was called to order at 10.05 a.m.

UNITED NATIONS POPULATION FUND (continued)

(a) ANNUAL REPORT OF THE EXECUTIVE DIRECTOR FOR 1992 AND PROGRAMME-LEVEL ACTIVITIES (continued) (DP/1993/29 (Parts I, II and III), DP/1993/30, 31, 32 and Corr.1, DP/1993/33 and 34 and Corr.1)

1. Mr. MARUYAMA (Japan) said that the world's population was growing at a rate that threatened to negate efforts to ensure a decent quality of life for humankind. Most of that increase was taking place in the developing world in countries that were least able to cope with the resulting strain on resources and the environment. There was growing agreement that it was essential to stabilize the global population within the shortest possible period and to make that objective and related development issues central considerations in the formulation of public policy. Population issues should be taken into account at all levels of decision-making and in all sectors of development policy. For their part, development programmes should be formulated from a long-term perspective, with due attention paid to developmental sustainability and to emerging demographic issues.

2. With regard to the specific activities of UNFPA, his delegation was disturbed to learn that contributions for 1993 were likely to be the same as for 1992, owing in part to a decrease in contributions from some traditional donors. He therefore welcomed the strong commitment made to UNFPA by the United States, whose decision to once again take part in the activities of UNFPA boded well for the success of the Cairo Conference, which was a particularly important effort being made to address the problems of population and development. Japan hoped that the United States would play an important role in revitalizing the Fund with respect to both financing and policy-making.

3. Japan also welcomed the new donor countries, each of whose contribution, regardless of its size, increased the sense of solidarity in combating the global problems in question. In that connection, it was important to list all donors in the report on the review of the annual financial situation, rather than referring to them only as "remaining donors". For its part, the Japanese Parliament had approved a contribution to UNFPA for fiscal year 1993 of $63 million, including an amount earmarked for the International Planned Parent Federation.

4. Unfortunately, given the substantial increase in the demand for population programmes, the available resources were inadequate. It was therefore more important than ever for UNFPA to strive for greater financial discipline by improving programme management, increasing transparency in the distribution of resources to programmes, and by making more efficient use of financial and human resources. Such an approach would in turn lead to improved conditions for increasing financial contributions.

5. Japan welcomed the independent institutional evaluation of UNFPA and looked forward to learning the details of the report. It also welcomed the efforts of the secretariat to reduce the budget for the administrative and programme support services for the 1994-1995 biennium below the current level, although further efforts were still necessary.

(Mr. Maruyama, Japan)

6. With regard to the country programme projects, his delegation noted with approval that a larger portion of resources was being allocated to priority countries, especially those in sub-Saharan Africa and in Asia and the Pacific, and that the work plan for 1994-1997 would do even more for those countries.

7. The mandate of UNFPA emphasized information, education and communication (IEC) activities as critical to efforts to address population issues. In that connection, the strengthening of media relations was very important and Japan fully supported the idea of holding international media seminars prior to regional population conferences as a means of increasing awareness of population problems and drawing the public's attention to the Cairo Conference.

8. Lastly, coordination and collaboration with other United Nations agencies and with bilateral and non-governmental organizations was of great importance. Since population issues were inextricably linked with such other problems as those relating to women, development, the environment and migration, there could be no solution of the former without a solution to the latter. Increased coordination and collaboration with United Nations agencies and bilateral and non-governmental organizations should therefore be actively pursued.

9. Mr. HODGE (Observer for Australia) said that UNFPA should continue its efforts to promote respect for basic human rights in the implementation of population programmes, whether such programmes were funded by UNFPA or by national authorities.

10. Australia had long since recognized the close link between population, development and the environment and was aware of the implications of rapid population growth for the social and economic welfare of millions of people in the developing world. Regrettably, an overemphasis in the past on numbers rather than on people had led in some contexts to narrow and authoritarian approaches. When used in framing and implementing population policies, such approaches had led to cases of human rights abuse and subsequently to widely publicized criticism of family planning programmes.

11. The position of his Government on that issue was very clear. It supported population programmes based on a firm commitment to the basic right of individuals to decide freely, and responsibly, the number and spacing of their children. It was also committed to promoting informed choice and better education and health services for the millions of people, particularly women, who currently did not enjoy those basic rights. Australia absolutely rejected the use of coercion in family planning and its funding for such activities, including its support for UNFPA, required compliance with that policy. In that connection, his Government welcomed the decision to send a fact-finding mission to investigate the implications of demographic statistics recently released by the Government of China.

12. He had taken the floor to recognize the work done by the Executive Director and her staff in a very sensitive and difficult situation.

13. Mr. ZIARAN (Islamic Republic of Iran) said that the Council's current session played an important role by identifying problems and making appropriate recommendations.

(Mr. Ziaran, Islamic Republic of Iran)

14. The Executive Director had noted in her annual report that 60 per cent of the population growth in developing countries during 1992 had taken place in Asia. Allocation of funds at the regional and country levels should therefore reflect that proportion and countries with high population growth rates should be assisted in the implementation of their national plans.

15. He wished to draw attention to the current trend towards limiting population activities to birth control and family planning. Family planning, however, could not be seen in isolation from human resource development and from other population activities, such as education, family welfare, data collection and analysis, formulation of supportive policies, health care, and population distribution. UNFPA needed support for carrying out that broad range of activities.

16. The success of international assistance in attaining its objectives depended to a great extent on the establishment of a subtle balance between the role of international and national actors. Specifically, international assistance should respect the national policies and priorities of the recipient countries.

17. With regard to resolution 47/199, his Government fully supported the activities of UNFPA in extending access for its field offices to national expertise and in encouraging national execution of programmes and projects. Such an approach reduced costs and enhanced the efficiency of UNFPA, since national experts, who spoke the same language as the target population and were familiar with its culture and values, contributed to the expeditious implementation of projects.

18. On the question of inter-agency coordination, his delegation believed that operational activities, organizations and agencies in the United Nations system in the field should share common premises in order to enhance coordination and prevent the misallocation of resources.

19. While there was general agreement that population activities were an indivisible factor in sustainable development, the total contributions made to UNFPA in 1992 seemed to suggest that investing in people was not an important issue for the international community. Many restrictive guidelines and criteria had been placed on the Executive Director, thereby depriving her of the flexibility required for the proper functioning of UNFPA. In his view, the problem lay in the provision of adequate financial resources on a predictable basis and he hoped that the preparatory process for the International Conference on Population and Development would mark a turning-point in that regard.

20. Mr. RUKIKAIRE (Observer for Uganda) said that the second country programme for Uganda had brought about a better understanding of the effects of population factors on development. The programme had covered such areas as the integration of population variables into development planning; maternal and child health and family planning (MCH/FP) services; IEC in formal and informal sectors; the 1991 population and housing census; population research and training; population policy and development planning; and women in development.

21. The country programme had provided assistance in the formulation of a national population policy and in the establishment of a population secretariat

(Mr. Rukikaire, Observer, Uganda)

at the Ministry of Finance and Economic Planning. It had also contributed to increasing public awareness through seminars and workshops organized for policy makers, planners and the general public; to the establishment of project management units in ministries and district administrations; to the introduction of information and documentation systems; and to the creation of a department of population studies and M.A. and Ph.D. programmes at Makerere University.

22. The overall goal of the national population policy of Uganda was to improve the quality of life of the population, which had increased threefold between 1948 and 1991. The population was characterized by high levels of morbidity, mortality and fertility and by a very high dependency ratio, since 47.3 per cent of the population was under the age of 15. The situation had been aggravated by the current AIDS epidemic and by the deterioration in socio-economic conditions. High infant mortality rates had led to more births for couples and the consequent inability of the latter to meet the basis needs of their large families. The national population policy sought to lower morbidity and mortality, especially among women and children under five years; lower the incidence of high-risk births; encourage a family-size norm that would enhance the health and welfare of the family; integrate and balance rural-urban development; alleviate poverty; improve the status of women and enhance their role in development; promote the integration of population factors into sector planning; and strengthen the demographic and socio-economic database, as well as research and national capacity-building.

23. Strategies for achieving those objectives included the promotion of IEC research in the field of population and development; strengthening existing population information networks and databanks at the local and national levels; reactivating mobile film units; and training a cadre of population communicators. The policy would also promote the integration of maternal and child health services into the overall health services; promote safe motherhood and birth intervals of two to three years; reduce high-risk pregnancies and fertility rates; enforce a minimum legal age of 18 years for marriage; and intensify efforts to prevent and control the spread of AIDS. Other strategies would focus on the labour force and employment, education, housing and related services, women in development, children and youth, the elderly and the disabled, food and nutrition, the environment, and data collection and research.

24. His delegation supported the Executive Director in her concern over the dwindling resources of UNFPA. Uganda was one of the poor performers in the field of population and relied on the assistance of UNFPA, which had already had an impact, despite limited resources. It was therefore saddening to note that the resource allocation for his country had been reduced for the third country programme. For poor countries, the question of population growth called for priority attention in order to break the vicious cycle of population explosion and poverty.

25. There was a close relationship between poverty, population and environmental degradation. Without the alleviation of poverty, there was very little hope of reducing environmental degradation. Likewise, without controlling population growth and improving the quality of life, particularly in the developing countries, there was little hope of reducing environmental degradation. If the developed countries were concerned about the environment,

(Mr. Rukikaire, Observer, Uganda)

the question of population must therefore be given the highest priority in terms of resource allocation.

26. Mrs. VASISHT (India) expressed her delegation's satisfaction with the excellent report submitted by the Executive Director of UNFPA. India fully supported reproductive freedom as a fundamental right which should be enjoyed by all couples and women. At the national level, the right to reproductive freedom was essential for the implementation of population policies, which was a key to development itself. The empowerment of women was also crucial, and UNFPA should help countries change attitudes and improve information systems in order to ensure successful empowerment of women in practice. Effective systems for disseminating information were needed to promote population activities in poor countries like India with very large populations.

27. Her delegation supported the priority-country system in view of the need to reconcile competing ends and very limited means and shared the view that maternal mortality should be taken into account in that connection. India would fully cooperate with UNFPA in selecting the relevant criteria to ensure the success of that approach. Referring to inter-agency cooperation, she said that while India fully supported General Assembly resolution 47/199, care should be taken not to expand the role of the resident coordinators. Resident coordinators were only instruments, and Governments should have the final word. Donors with the best intentions could never persuade anyone that they knew more about a particular country than the Government concerned, however corrupt and inefficient it might be perceived to be. Resident coordinators were outsiders and should be under the guidance of the Governments of the countries where they worked.

28. While non-governmental organizations played a very valuable role in such areas as population and environment, their activities should not infringe upon the role of Governments. UNFPA efforts in the field of contraception should include the regular supply of contraceptives, which was essential in order to maintain continued use. With the necessary organizational support, the Fund was generally in a better position to provide services to developing countries than any other organization.

29. No one could deny that evaluation reports were necessary and useful. Nevertheless, in order to ensure success, evaluation exercises should be broad-based and enjoy widespread support. The relationship between donor and recipient countries should not be a hostile or antagonistic one. Those who were better off should share with those who were deprived and suffering. While donor countries encountered certain difficulties, the problems faced by recipient countries should also be taken fully into account at all times. Often by force of circumstances, countries had no choice but to be on the receiving end. That situation was a fact of life and should not be exploited in negotiations. Countries should negotiate as equals, and with the right attitude inequalities could be smoothed over.

30. Ms. DOWSETT (New Zealand) said that the recent preparatory work for the 1994 International Conference on Population and Development had highlighted the pressing need to focus attention on population activities and the fact that addressing population issues was central to promoting sustainable development.

(Ms. Dowsett, New Zealand)

There was a shared commitment on the part of Governments, non-governmental organizations and international agencies to placing individuals at the heart of population activities, and population programmes must recognize individual choices and responsibilities.

31. UNFPA continued to play a critical role as a catalyst for change in a highly sensitive and crucial area and had an important role in promoting planned and responsible parenthood. Her delegation supported the Fund's commitment to non-coercive policies in that regard. UNFPA rightfully enjoyed the high regard of Governments and non-governmental organizations because of its pivotal role in population activities around the world and its commitment to accountability, which was of critical importance for the ongoing reform of the United Nations development system. Proper monitoring and evaluation were essential for setting up effective accountability mechanisms.

32. Mr. KOZUSNICK (Austria) said that reducing population growth was one of the keys to solving the global problems confronting the world. While the need for additional funding was expanding rapidly in numerous areas, many traditional donors were facing increased budgetary constraints. In that regard, he expressed his delegation's particular appreciation for the efforts by the developing countries that had significantly stepped up their own contributions to the Fund. The general scarcity of resources underscored the need to ensure optimum use of such resources both within UNFPA and in the wider context of United Nations development activities. The evaluation exercise undertaken by Canada, Finland and Germany should be fully taken into account in shaping the Fund's activities and approaches as well as the ongoing restructuring and revitalization of the United Nations.

33. The Fund's leading role in activities at the bilateral and national level was based on its expertise and broader view of population issues within the overall perspective of human rights questions and sustainable development policies. The recognition by an impartial international body of the importance of sociocultural dimensions and traditional attitudes concerning issues like abortion, infertility, sexual practices and sexually transmitted diseases was essential in dealing with population questions. The idea of strengthening the Fund's advocacy and policy work was thus becoming increasingly justified. Lastly, he expressed satisfaction with the preparations for the 1994 International Conference on Population and Development, which would help focus public attention on the population issues and its linkage with the global problems of development, environment and migration.

34. The PRESIDENT said that the UNFPA Deputy Executive Director (Programme) would now respond to questions raised by members of the Council concerning the progress report on UNFPA successor support cost arrangements (DP/1993/32 and Corr.1).

35. Mr. VAN ARENDONK (Deputy Executive Director (Programme), UNFPA), replying to the question raised by the delegation of the United Kingdom concerning the comments of UNFPA on the performance of the Inter-Agency Task Force, which monitored the implementation of the technical support services (TSS) system, said that the Task Force had performed well by providing an open forum within which to address the problems and issues identified by agency participants. In the two years since its establishment, it had made a notable contribution

(Mr. Van Arendonk)

towards improving coordination by providing information to participants and promoting closer working links between the various agencies.

36. On the question of what countries could do to improve the implementation of the system, he said that countries could help by informing their Government counterparts in the field about the TSS system as a tool available for use by Governments.

37. In answer to the question of how UNFPA reviewed the performance of its teams of national advisers, he said that performance reviews were carried out at various levels. The main evaluation criteria, however, were based on the response which the team received from the recipient country. UNFPA viewed the TSS system as providing a service to the country. If, therefore, the adviser received no requests for assistance, it meant that his particular technical skills were no longer needed in that country or that he failed to impart his skills adequately and should be replaced. The same system of evaluation through feedback from Governments and field offices was used in the case of national experts, who represented the first line of support for the teams.

38. Replying to a question raised by the delegation of Canada concerning ways of improving the quality and cost-effectiveness of the services provided through the TSS system, he said that the system as currently constituted was highly cost-effective, since a team of ten advisers covered several countries and was available not only for UNFPA-financed projects but also for government projects.

39. On the question of how UNFPA dealt with agencies which failed to implement programmes and projects satisfactorily, he said that the policy was to change the executing agency if projects were not effectively implemented.

40. Turning to the question raised by the delegation of Cuba concerning the need for TSS to reduce costs by not paying the honorariums of technical advisers, he said that such honorariums were met from a separate budget line and only travel costs and per diem allowances in the recipient country were charged to the programme.

41. With regard to recruitment of advisers in the area of women and population and development, he said that by the end of July 1993 the number of adviser posts filled by women would have increased to 30 out of an expected total of 133. While that was still a small percentage, the Fund was doing its best to increase the overall number of female advisers in teams. When the adviser teams had been set up, most of the incumbents in those posts had been males. Over time, the gender ratio would change. Technical backstopping plans were the basis for designing work schedules for the adviser teams. Some problems had arisen in the past because country directors had not fully understood how such plans were formulated or had problems forecasting long-term technical assistance needs. Together with the team leaders, however, the country directors had drafted the technical backstopping plans, which were currently in place.

42. UNFPA was very careful not to impose TSS on Governments. Team leaders could visit a country only if there was an official request to that effect from the Government or the country director. The first line of support was national advisers. The goal of TSS was to build up self-reliance so that Governments

(Mr. Van Arendonk)

could meet their own technical assistance needs. The country support teams were used to assist the country directors in monitoring the activities being conducted. That was very important in terms of the ongoing decentralization process. Those teams should be viewed not only as direct technical assistance to countries but also as tools enabling country directors and the Fund as a whole to monitor programmes and projects. The teams were also used in Programme Review and Strategy Development exercises and evaluation missions.

43. The guidelines in effect clearly spelled out the responsibilities and roles of Governments, country directors, field offices, team leaders and the agencies from which the team members came. The Fund observed those guidelines very strictly and sought to develop national self-reliance and give priority to the use of national experts and institutions. Under the TSS arrangement, there had been a number of visits to China to promote population education. Advisers had participated in the preparation of a project to integrate population education into the curriculum of junior middle schools, and a national training programme on population education and information services had been conducted in China. An adviser in the field of family planning had provided assistance to national advisers in that country.

44. The PRESIDENT said that the Director of the UNFPA Technical and Evaluation Division would now respond to questions raised by Council members in connection with the report of the Executive Director reviewing the Fund's experience in implementing the priority-country system (DP/1993/33).

45. Mr. SINGH (Director, Technical and Evaluation Division, UNFPA), said that for individual countries, especially in sub-Saharan Africa, the distribution of expenditures according to work-plan categories had changed over time. In the early stage of a programme, expenditures were concentrated on data collection and analysis, while at a later stage population policy formulation projects received a greater share of resources. Still later, IEC activities predominated, while in mature programmes expenditures on activities related to MCH/FP took on greater weight. The purpose of the priority-country system was to set global targets for UNFPA population assistance to priority developing countries. The target set by the Council was 80 per cent for priority countries by 1994. Within that overall target, resources were allocated at the country level through a more complex procedure based on Governing Council resolution 81/7, which enumerated eight criteria for allocation. While other factors were considered in the allocation of resources to individual countries, government acceptance would determine the kind of programme supported rather than the level of support.

46. There were important aspects of UNFPA support to priority countries that were not easily discerned in financial data. For example, UNFPA had strengthened its field infrastructure in priority countries. The Fund had also been flexible in adapting its programmes in those countries to take account of low levels of institutional, material and human-resource capabilities. UNFPA had thus provided longer-term support to priority countries for specialized training abroad for nationals at the middle and senior management levels and for resident technical advisory services. The Fund had also helped defray the cost of local programme personnel and had provided assistance in the construction and rehabilitation of service facilities.

(Mr. Singh)

47. Any objective system for designating priority countries would fail to select some countries which, for subjective reasons, appeared to be good candidates for priority status. UNFPA believed that the criteria chosen covered a broad range of social and economic phenomena important for development and at the same time met the practical requirement of data availability. The question of priority status should be kept entirely separate from that of allocation of resources by region, which took into account the priority needs of specific regions. Accordingly, the allocation target for priority countries should be maintained at the global level.

48. While the maternal mortality rate would be a valuable addition to the set of criteria used to determine priority status, it had been found that internationally comparable and reliable data were not widely available in that regard. Nevertheless, the Fund would, if requested, search for an indicator for reproductive health that was universally available, reliable and objective. Lastly, those countries for which UNDP had allocated indicative planning figures were eligible for UNFPA assistance. The comment regarding the countries of the Commonwealth of Independent States (CIS) in paragraph 3 of document DP/1993/33 should be read in that context. Nevertheless, eligibility was one thing, and resource allocation was another. The actual allocation of resources would have to depend in all cases, including the CIS countries, on availability of resources and the applicability of the substantive and programme criteria used at any given time to allocate funds.

49. The PRESIDENT said that the UNFPA Deputy Executive Director (Programme) would now introduce the report on collaboration of the United Nations Population Fund with the World Bank and the regional development banks (DP/1993/34 and Corr.1).

50. Mr. VAN ARENDONK (Deputy Executive Director (Programme), UNFPA) said that UNFPA assistance in the development and implementation of government population programmes was based on General Assembly resolutions 44/211 and 47/199. The Fund had forged closer links of collaboration with the World Bank and the regional development banks as a result of their growing interest and involvement in population activities at various levels and the Fund's recognition of the comparative advantages and complementarities that would be derived from such collaboration.

51. There was ongoing cooperation between UNFPA, the World Bank and the regional development banks in several countries in the various regions of the world. In all those efforts, particularly in the African region and in the Asia and Pacific region, substantive collaboration had taken place primarily in the areas of MCH/FP, IEC and data collection and analysis. The rehabilitation and development of health infrastructure from World Bank loans and grants had been complemented by the Fund's support for strengthening national capacities in the area of MCH/FP including the technical specification, provision and procurement of equipment and modern contraceptives.

52. UNFPA and the World Bank had worked together on regional projects, conferences and seminars in various parts of the world and had even planned joint initiatives at the regional level. One such initiative, in Africa, was the project funded by UNFPA and the World Bank on population policies and the social dimensions of structural adjustment services, which was aimed at

(Mr. Van Arendonk)

integrating population factors into the social dimensions of adjustment programmes by 1995.

53. At headquarters, UNFPA and the World Bank had frequently held and continued to hold consultative meetings to review comparative advantages and identify means and areas for increased cooperation and coordination in support of their various country programmes; at the global level, they had taken collaborative initiatives in such areas as contraceptive requirements and the Global Coalition for Africa.

54. The involvement of the regional development banks in population activities was quite recent; although initiatives in that regard were encouraging, they were still in their formative stages. The Fund had among other things assisted the African Development Bank in the incorporation of population into its country programmes. In the Latin American and Caribbean region collaborative efforts were ongoing between the Fund and the Inter-American Development Bank under which the Bank would fund an adolescent reproductive health project in Chile.

55. Collaboration between UNFPA and the banks based on the comparative advantages of the institutions concerned could be further strengthened. The Fund could help in the development of the overall programme framework and with the technical assistance requirements, while the banks could assist in the financing of construction, equipment and supplies. The ingredients for collaborative arrangements were in place. Governments must therefore now assign to the population field the priority it deserved.

56. Mr. HADDAD (World Bank) said that the review of collaboration between UNFPA and the Bank was very timely in view of the ongoing preparations for the 1994 International Conference on Population and Development, and also in view of the important role that the two institutions played in meeting the many challenges related to the attainment of sustainable economic and social development in the face of continued population increase in the developing countries.

57. Careful attention to inter-agency collaboration was all the more important since UNFPA and the World Bank were the two largest multilateral agencies providing population assistance; over the previous three years, they had jointly provided over $1 billion in grants and loan commitments to support projects in developing countries.

58. Cooperation between the two agencies could be broken down into formal and informal consultations, and country-specific, regional and global discussions. Formal, annual collaborative meetings had been held between the World Bank and UNFPA in all regions of the world. While such meetings broadly outlined activities to be pursued by the donor agencies in cooperation with Governments, the more important form of collaboration took place in the field.

59. Section III of the report (DP/1993/34 and Corr.1) gave several instances of the less formal element of the working relationship between the World Bank and UNFPA. Information-sharing, joint missions and common strategy-building at the country level helped to build on the complementarities in the programmes of both organizations. That type of consultation also increased the involvement of developing countries' Governments themselves in the management of donor activities.

(Mr. Haddad, World Bank)

60. The third type of cooperation covered global initiatives. In addition to their involvement in special programmes such as the Safe Motherhood Initiative and the Global Coalition for Africa, there was extensive coordination of data collection and analysis between the Bank and the Fund.

61. The Bank had also worked together with UNFPA, national representatives, non-governmental organizations and population experts in the preparations for the 1994 Conference. It had sought to ensure representation by high-level staff at each of the regional meetings, and had also sent staff to five of the six expert group meetings and to the Preparatory Committee meetings.

62. He endorsed the report's recommendations for further collaboration. Concrete steps could be taken to ensure complementarity between programmes and make the best use of each organization's comparative advantages, such as the Fund's technical expertise in contraceptive procurement and the Bank's extensive process of policy dialogue with Governments of developing countries.

63. Ms. TROOSTER (Netherlands) said that the report on collaboration of UNFPA with the World Bank and the regional development banks (DP/1993/34 and Corr.1) emphasized the differences in structures and procedures between the World Bank and UNFPA rather than differences in their substantial input and technical expertise. In her delegation's view, it was precisely in those areas that UNFPA, as a centre of excellence on population matters, should contribute to the population activities of the World Bank and regional banks. That role should go beyond the fund's role with regard to contraceptives procurement.

64. With regard to cooperation with regional development banks, she wondered whether UNFPA had been involved in the formulation of the population paper adopted by the Board of Directors of the African Development Bank in March 1993 and whether it had made any substantial contribution to it. She also wanted to know whether UNFPA had made a substantial contribution to the preparation of the World Bank's World Development Report. In connection with consultations on closer cooperation with the Asian Development Bank, she would appreciate an explanation of the term "working arrangements" and would like to know whether such arrangements could be compared to the cooperation agreement that had been concluded with the African Development Bank.

65. Ms. MAGUIRE (United States of America) said that, in the light of increasing unmet need for family planning, enhancing inter-agency cooperation and adopting collaborative and complementary approaches to population assistance was essential to the success of collective efforts. The United States Agency for International Development worked closely with UNFPA and the World Bank at headquarters, regional and country levels, and was partner in a number of collaborative activities - including the global initiative on contraceptive requirements and logistics management needs.

66. Enhanced substantive collaboration with the regional development banks as they expanded their involvement in population activities should be encouraged, as should the continued sharing of country-level population data and contraceptive requirements. In particular, the United States supported enhanced collaboration relating to the Fund's specialized contraceptive procurement role.

67. Lastly, collaborative discussions with ministries of finance and planning should be fostered in order to increase the level of host country resources committed to population and family planning, to integrate population concerns

(Ms. Maguire, United States)

into development planning and to ensure the involvement of all major development partners in the implementation of sound population policies and programmes.

68. Mr. MOYE (United Kingdom) said that his Government welcomed the clear recognition of the need for greater cooperation and coordination between UNFPA, the World Bank and the regional development banks, and hoped that bilateral donors and aid recipients would encourage and facilitate that development. His delegation would be interested in knowing from both the World Bank and UNFPA why they sometimes had difficulty in making much of an impact in the area of population and what they could do to improve performance. It also wondered whether UNFPA and the banks had already established or were planning to establish guidelines for recipient Governments to identify which population activities were appropriate for grant and loan assistance. An explanation of current UNFPA capacity in the area of population economics and of any plans to expand such capacity would be helpful. UNFPA could play a very useful role in increasing the dialogue between those who had expertise in that field and economists in other agencies whose knowledge in population development might be somewhat limited.

69. With regard to the Netherlands delegation's question about the African Development Bank, he said that the United Kingdom Government had provided consultancy assistance to the Bank in the preparation of the population paper.

70. Mr. VAN ARENDONK (Deputy Executive Director (Programme), UNFPA) said, in reply to the question raised by the Netherlands delegation, that he fully agreed that UNFPA should concentrate on its comparative advantages. The World Bank and the regional development banks could make use of the technical assistance system developed by the Fund in the field. UNFPA and the World Bank should also try to complement each other in the area of lending. With regard to the African Development Bank, UNFPA had helped in drafting the concept paper on population and had reviewed the final version. The Fund had also helped the Asian Development Bank create an awareness within its secretariat of population problems and was encouraging it to finance activities in various Asian countries. Currently, a UNFPA staff member was working at the Asian Development Bank.

71. Turning to the comments of the United States delegation, he said that the World Bank had asked UNFPA to identify a staff member or consultant to participate in needs assessment missions which the Bank undertook in individual countries. Conversely, the Fund always made it a point when it carried out its programme review and strategy development process at both the field and headquarters levels to ensure that there was very close contact between the country desk and the missions that were sent out. On the second point made by the United States delegation, he said that the World Bank and the regional banks could play a unique role in the policy dialogue. For population programmes to be sustainable, they would have to be supported financially over time by national Governments through their ministries of finance or economic planning. The banks would therefore have to convince Governments about the priority of population in the whole process of sustainable development and urge them to take out loans to finance population-related projects.

72. In response to the question raised by the United Kingdom delegation, he said that there were no guidelines as such for the identification of population

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activities appropriate for grant and loan assistance; decisions regarding grants and loan assistance depended on the volume of the projected outlays. That was an area where complementarity between UNFPA, the World Bank and the regional banks was important; UNFPA could focus on technical assistance while the banks dealt with aspects requiring heavy financing. In connection with the Fund's capacity in the area of population economics, he said that the Fund was very interested in the sector, which it considered crucial. It had already held and was planning to hold further expert group meetings for economists dealing with the population issue. However, as UNFPA had limited staff, it did not intend to specialize in population economics. With regard to performance, he said that the projects which UNFPA and the World Bank had implemented together had been effective.

73. Mr. HADDAD (World Bank), responding to points raised by delegations, said that as a result of the integration of population-related work at the Bank with the whole area of human development in 1987, the Bank now had a better mechanism for discussing population issues with member countries. Moreover, the group that handled human development was part of the management team that discussed with the country concerned the country strategy for assistance. That had brought the discussion of population issues into the area of the discussion of economic development. As a result, the Bank had been able to overcome some of the political and cultural obstacles because population issues were now being discussed in the context of the overall macroeconomic dialogue with the countries. The Bank had thus been able to bring human development issues into the mainstream of the development agenda. At the same time, in all the Bank's work in different sectors, the area of population had been considered extremely important. For instance, in the World Bank Report 1992 - Development and the Environment the issue of population had been underscored.

74. Mr. ANDO (Deputy Executive Director (Policy and Administration), UNFPA), introducing the report of the Executive Director on the work plan for 1994-1997 and the request for programme expenditure authority (DP/1993/30), said that the Fund's total income from regular resources in 1992 had been $238.2 million, an increase of 6.3 per cent over 1991. However, project expenditures from regular resources had decreased by 25 per cent between 1991 and 1992. That reduction in project expenditures together with reductions in other expenditures had resulted in a balance of unexpended resources at the end of 1992 amounting to $33.6 million. Therefore, the resource utilization rate had been approximately 82 per cent in 1992 as compared to approximately 103 per cent in 1991. The 1992 resource utilization rate had been caused by favourable exchange rates yielding an income of $8 million more than expected and savings in administrative costs of about $8 million mainly as a result of delaying recruitment for vacant posts. Those two factors accounted for $16 million, or almost half of the year-end surplus. The remainder of the surplus, of $17 million, had been due to the more cautious approach adopted by the Fund to programming in order not to produce a year-end deficit for a third consecutive year; to a slowdown in the implementation of country programmes as a result of political or social instability in certain countries; and to the long start-up time required for new programmes.

75. The carry-over of resources from 1992 was expected to be absorbed by programmes in 1993, depending, inter alia, upon the amount of the United States contribution to the Fund for 1993. A portion of the decrease in project

expenditures had been directly attributable to the introduction of the successor support cost arrangements approved by the Council in decision 91/37. Henceforth, costs for advisers and costs included under intercountry projects expenditures would be reported under technical support services (TSS).

76. For the first time since 1986, the work plan had been prepared with the assumption of a significant contribution from the United States Government. Although the exact amounts of the United States contributions in 1993 and beyond were unknown to date, for purposes of planning the work plan assumed a United States contribution of $20 million in 1993 and $50 million in each subsequent year of the plan. At the same time, however, some of the Fund's traditional donors had been forced to reduce their contributions for 1993. Given those uncertainties, the 1994-1997 work plan reflected a more conservative approach to resource planning. Accordingly, even with a sizeable United States contribution, the increases in income from regular resources in each of the four years of the work plan would be 5.1 per cent instead of the 8 per cent calculated for the 1992 work plan. That more conservative approach resulted in an assumption of income from regular resources of approximately $1.2 billion for the period 1994-1997, or approximately $95 million more than had been estimated in 1992 for the period 1993-1996.

77. Multi-bilateral resources for the four-year period 1994-1997 had been estimated at $60 million, assuming $15 million for each year. A detailed calculation of those assumptions and the resulting amounts available to the programme was given in table H in document DP/1993/30.

78. With respect to the operational reserve, he said that in decision 91/36 the Governing Council had decided that the level of the reserve should be set at 20 per cent of general resources income. On the basis of an internal review conducted by UNFPA itself in 1993, the Executive Director had proposed that the level of the reserve should continue to be maintained at 20 per cent of the income from general resources, even though a relatively large carry-over was available from 1992. In order to maintain the level of the operational reserve at 20 per cent of general resources income, an additional $17 million must be added to the reserve in the 1994-1997 planning period. At the end of 1997, the level of the operational reserve would have reached $65 million. The distribution of the approximately $959 million in new programmable resources from regular resources was essentially the same as the distribution proposed in the work plan for the period 1993-1996.

79. He expressed his appreciation to the delegations of Romania and Japan for their supportive comments regarding the work-plan paper.

80. Introducing the report of the Executive Director on the status of financial implementation of Governing Council-approved country programmes and projects (DP/1993/31), he said that the report presented financial data concerning the schedule according to which country programmes would be approved by the Council. The report contained three sets of tables. Tables A.1 to A.8 showed the annual expenditures by country. Table B showed expenditures for new country programmes submitted by the Fund for approval in 1993. Table C presented the balance of UNFPA commitments for country programmes, which was the difference between the amount of UNFPA regular resources destined for country programmes and the amount of regular resources actually spent. That balance normally reflected the

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remaining commitment of the Fund. However, if UNFPA submitted a new programme for a particular country, the remaining balance would be subsumed in the new country programme. Lastly, Table A.8 showed the portion of the commitment from regular resources that had been delivered.

81. The overall balance of current commitments for country programmes given in the report was approximately $447 million. If the Council approved all 15 of the Fund's programmes submitted in 1993, the total commitment of the Fund at the end of the 1993 session would increase by $77.7 million, to approximately $525 million. Given the uncertainties of the overall income situation of the Fund, the amount to be programmed from the Fund's regular resources would be subject to the availability of resources. It was important to make that point clear in order to avoid undermining programmes and thereby disappointing recipient Governments.

82. He appealed to Council members to provide the resources required to implement the 1994-1997 work plan in full and to implement the country programmes as planned.

83. Mr. PONCE (Ecuador) requested clarification regarding the reduction in the percentage of funds for Latin American and Caribbean country programmes. He noted that, whereas in 1989 the share of actual country programme expenditures for Latin America and the Caribbean had been 13.8 per cent by 1997 the percentage would have declined to 12.3 per cent. Furthermore, since 74 per cent of the funds for Latin America and the Caribbean had already been programmed, there was a possibility that funds for new programmes for Latin America and the Caribbean would be very limited. He also wished to know what criteria had been used in the reduction of expenditures for the region.

84. Mr. ANDO (Deputy Executive Director (Policy and Administration), UNFPA), responding to the points raised by the representative of Ecuador, said that despite the slight decline in resources for Latin America and the Caribbean, the total amount to be allocated to the region would increase in the future on a proportional basis.

85. As to the second point concerning the remaining resources available for country programmes in Latin America and the Caribbean, 26 per cent of country programme resources remained available. Any differences in the resource levels in comparison with previous years were attributable to differences in the programming cycles of the years in question.

86. Mrs. SADIK (Executive Director, UNFPA) said that she was pleased that the new format of the annual report had met with the approval of Council members and that the subject-matter of the report had been useful to the Nordic countries. The report for 1993 would serve as the foundation for similar reports in the future. She also appreciated the comments of several delegations, notably Germany, the Islamic Republic of Iran, Japan, the Netherlands and Uganda, regarding the responsiveness and effectiveness of UNFPA. Lastly, she believed Indonesia, the Islamic Republic of Iran and Pakistan had offered useful comments concerning the need for an integrated approach.

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87. In regard to the question raised by the United Kingdom concerning UNFPA objectives, she referred to the goals outlined in the Fund's official mandate as established by the Economic and Social Council in 1973, which included, inter alia, knowledge-building and capacity-building in the population and family planning fields; promotion of awareness of population problems both within the United Nations system and in the public at large; and direct assistance to countries. The Fund was currently preparing to make its own review to determine whether those goals continued to be relevant twenty years later. That review would take place in 1994 and would also incorporate insights gained from the 1994 International Conference on Population and Development.

88. A number of delegations, particularly the United Kingdom, had commented favourably on the Fund's emphasis on family planning. She had also found constructive the observations of the United Kingdom regarding the need for greater concentration of resources at the field level and the need to respect reproductive rights in family planning programmes. She believed that the issue of reproductive rights needed to be raised more effectively in other international forums as well, such as the forthcoming World Conference on Human Rights. Questions of population policy, reproductive rights, and women's and gender questions also needed to be addressed in other forums within the United Nations system, such as the Commission on the Status of Women, the Committee on the Elimination of Discrimination against Women and the Commission for Social Development.

89. She had listened with interest to the comments of Denmark, Finland and Canada regarding the results of the independent evaluation of UNFPA. She was gratified that the overall conclusion of the evaluation had been positive. Moreover, delegations could be confident that the Fund would take the necessary steps to address the problems discussed in the evaluation. In response to the comments of Denmark regarding the need for the Fund to assert itself more emphatically in its dealings with Governments, she said that the Fund had always been fighting an uphill battle to raise awareness of the population question at the national level and within the Organization, although UNFPA had always maintained a firm stance in its role as advocate with regard to population questions. It recognized that the population situation was changing rapidly and that changes could and should be made in order to make it more responsive to the environment in which it operated. For example, better use could be made of Programme Review and Strategy Development (PRSD) exercise, and closer cooperation could be achieved with non-governmental organizations and the private sector.

90. UNFPA was committed to ensuring that its methods and procedures were in-step with the principles and directives outlined in General Assembly resolution 47/199 on improving the operational activities of the United Nations in the economic and social fields. In that regard, she drew attention to a variety of UNFPA initiatives to strengthen national capacity-building, programme implementation and information, education and communication (IEC), including Country Support Teams and PRSDs. UNFPA was assisting in the development of an overall IEC country programme strategy based on the results of sociocultural studies of different segments of the Fund's target audiences.

91. She agreed with the comments of Canada and Finland concerning the need for better strategic choices, and said that improvements could be made in that area

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through more effective use of PRSDs and a more selective approach in approving programmes. In that connection, she noted that UNFPA had already made progress in reducing the number of projects from 3,910 to 1,499 since 1991; further reductions would be possible in the future. She also agreed with the observation by Germany that additional independent evaluations would be of value to UNFPA. Moreover, since additional evaluations had been planned, some consideration could be given to rationalizing the evaluation process to ensure that the resulting recommendations would be consistent with the Fund's overall mandate and with the directives of the Governing Council. The views expressed by India in that connection should receive particular consideration.

92. The comments made by a number of delegations concerning the importance of effective monitoring, evaluation, accountability and decentralization also had merit. For its part, UNFPA was very much aware of the importance of monitoring and evaluation to improve programme quality and effectiveness, particularly in the light of the growing decentralization of programme functions. The recent establishment of Country Support Teams had enhanced the Fund's monitoring capabilities in the field, and regular monitoring visits by team members had been programmed in the annual work plans and project budgets. The Fund's monitoring system was fully operational. The system included regular project and programme reviews to assess the timeliness of input deliveries and the quality of outputs as well as end-of-project evaluation. Steps had also been taken to systematize the process of reviewing project evaluation reports for quality control and to derive lessons for the future. In addition, the Fund consulted regularly with partner organizations such as the Joint Consultative Group on Policy (JCGP) to strengthen, harmonize and streamline processes.

93. She agreed fully with the comments of Canada concerning the need for accountability in a decentralized management structure, particularly where financial questions were concerned. The Fund was in the process of strengthening accountability in the field and at headquarters by expanding its staff training programmes and improving recruiting and performance appraisal procedures. Those changes were already yielding significant improvements in terms of the quality of the Fund's personnel and the quality of their work. UNFPA personnel also participated in the management coordination workshops for field representatives which had been organized throughout the United Nations system.

94. In reference to the question of reproductive freedom, she agreed wholeheartedly with the views expressed by the United States and the Netherlands. In pursuing its mandate in the population field, the Fund must always be aware of the universal and inalienable nature of human rights. UNFPA fully adhered to the Universal Declaration of Human Rights and the Proclamation of Tehran (1968). In reference to the statement of the United States, she wished to reiterate the firmly held position of UNFPA that coercion had no place in family planning programmes. With respect to the specific question of UNFPA participation in family planning programmes in China, she said that the Fund had discussed the question of reproductive freedom many times with Chinese officials and was monitoring its projects in that country closely to ensure adherence to universally accepted standards of human rights. The Chinese Government had assured the Fund that the one-child policy was strictly voluntary, and that while there had been problems with "unsatisfactory performance" by individual family-planning workers, those workers had been punished.

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95. With respect to the comments of Finland and Denmark regarding the decrease in the programme allocation for sub-Saharan Africa, she said that various factors beyond the control of the Fund had necessitated the decrease in question. First, uncertainty with regard to anticipated levels of programme resources forced the Fund to adopt a conservative approach to programme budgeting. Second, political turmoil and social unrest in some countries in the region had required the interruption of population programmes. Furthermore, since 1991 a large number of new country programmes in the region had just been starting to become active. UNFPA would spare no effort to expand programmes further in the Africa region. In that connection, she reported that the 1993 allocation to the region represented an 8 per cent increase over the 1992 allocation.

96. With respect to UNFPA activities in the area of women, population and development, she said the Fund had been actively seeking to incorporate women's perspectives in its activities. For example, a women's module had been developed for use in Country Support Team training programmes as well as a "Gender Reporting Form" to assess the impact of programmes on women prior to their approval. In addition, programme reviews focusing on women's questions had been conducted in preparation for the 1994 International Conference on Population and Development and the World Conference on Women to be held in 1995.

97. In regard to a question by the Netherlands regarding the possibility of transferring the Global Training Programme in Population from The Hague to an African country, she said that the Fund was in the final stages of its search for an appropriate host country. The Fund expected that the next programme course would take place at the new site. With respect to the suggestion of Romania to create a separate UNFPA division for the European region, she said such a division was not practical either from a managerial or financial point of view. As to the request for further information on programmes in European countries, she said she would provide that information to all who requested it.

98. In connection with the Fund's collaboration with non-governmental organizations (NGOs), she said that the Fund had recently organized a meeting of African NGOs in conjunction with the Third African Population Conference at Dakar in December 1992. The Fund fully endorsed the appeal made in the Dakar Declaration regarding the need to strengthen the capacity of NGOs in the population field.

99. In response to a question from the Netherlands about Fund programmes for adolescents, she said that most UNFPA country programmes were focusing on the needs of adolescents, particularly girls.

100. She expressed her agreement with the point raised by Indonesia regarding the important contribution of technical cooperation among developing countries (TCDC) in the population field. She said that the Fund fully supported the recommendations concerning TCDC in the Buenos Aires Plan of Action. Moreover, the Fund was in the process of revising its guidelines concerning TCDC and those revised guidelines were expected to enhance further the use of TCDC in UNFPA programmes and projects.

101. In response to a question from the Netherlands regarding Fund activities for HIV/AIDS prevention, she said that UNFPA would fully collaborate in the

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implementation of the recent World Health Organization (WHO) resolution requesting the WHO Director-General to undertake a study on HIV/AIDS prevention.

102. She welcomed the statements made by Japan, Switzerland, Indonesia and Bangladesh regarding the growing demand for family planning programmes in developing countries and the growing need for additional resources. The Fund had taken note of the need mentioned by several delegations to link the availability of resources closely to effectiveness. UNFPA was committed to making the best possible use of every contribution.

103. Lastly, she thanked Denmark for raising the question of multi-bilateral resources. She noted that 1992 had been a very successful year for the raising of extrabudgetary resources. However, the time had perhaps come to re-examine the multi-bilateral funding modality and its impact on the broad range of Fund activities.

The meeting rose at 1.30 p.m.